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ABSTRACT

This document reports on a model refugee resettlement project implemented in Chicago by the United States Catholic Conference. The project was initiated to document the incorrectness of the claim that the current dramatic reduction in U.S. refugee admissions is necessary due to the purported high cost of resettlement. The project served all Catholic Charities primary resettlement cases arriving in Chicago from March through September, 1983, with particular attention given to employable refugees. Four hundred and twenty-one people were served of whom 246 were employable. Approximately 25 percent of the refugees were Assyrian, 25 percent were Polish, and 25 percent Rumanian; 21.5% were Southeast Asian. The project emphasized rapid self-sufficiency while providing case-management and cash assistance and employment services. Each of these areas is discussed in detail in the report, along with an analysis of the project's costs. The major findings are as follows: (1) within six months of arrival, 74% of employable refugees had jobs and only 8% were in the job market and unemployed; (2) only 2% of the clients served were using public aid by the end of the project, as compared to 34% of other Chicago refugees; (3) a substantial amount of sponsor support was located and took the form of financial assistance, aid in adjustment, and assistance in finding employment; and (4) total cash assistance costs were $146,302 for six months, as compared to estimated Illinois Department of Public Assistance costs of $264,808 for the same time period. Appendices include a description of the monitoring techniques for the project, copies of the various forms used by the project staff, and a table of costs and analysis of the cost methodology. (CG)

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THE CHICAGO PROJECT:

An Alternative Resettlement Approach

A Study by

RPG REFUGEE POLICY GROUP

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MIGRATION AND REFUGEE SERVICES

United States Catholic Conference
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FORWARD

During FY1980 more than 210,000 refugees were admitted to the United States for permanent resettlement. In FY1984 approximately 70,000 refugees are expected to be admitted to the United States for permanent resettlement. This dramatic reduction in U.S. refugee admissions is occurring at a time when the number of refugees seeking third-country resettlement remains alarmingly high.

The United States Catholic Conference (USCC) recognizes that various factors - political and economic - contribute to our nation's decisions on refugee admission numbers. However, those most vocal in seeking reduced admissions have consistently cited the perceived high cost of resettlement as the single most important argument in support of their position. These same people argue that by reducing the number of refugees coming to the United States, the financial burden to the American taxpayer will be reduced. The USCC does not accept that argument as an American solution at all!

The USCC has long and loudly recommended quite another solution that we believe better reflects our nation's traditional generosity in providing new life opportunities to our desperate and displaced brothers and sisters everywhere. Our contention has been, and is still, that newly-arriving employable refugees will take employment within six months of arrival in America and progress towards self-sufficiency without recourse to welfare. This was so obvious to us that we determined to initiate a demonstration that would document our claim clearly and decisively. For a variety of reasons we chose Chicago as the site for our model project.

The "Chicago Project" was conducted by USCC through the Chicago Archdiocesan refugee resettlement program between March 1, 1983 and March 31, 1984. The enclosed report examines the structure,

strategy and results of the "Chicago Project." We are grateful that the Refugee Policy Group has provided this objective review of the demonstration. They have given us a clear-eyed look at its strengths, weaknesses and potential replicability.

Although USCC initiated the design for the "Chicago Project" and provided major funding for its implementation, it would still be on the drawing board but for the dedication of the Archdiocese of Chicago. From the outset Joseph Cardinal Bernardin provided this project his personal interest and the generous support of Archdiocesan staff.

We readily acknowledge the key roles played by the Planning and Monitoring Committee members in carrying this complex new initiative through to its successful conclusion. The Committee, which met monthly throughout the demonstration, included representatives of USCC, Catholic Charities of Chicago, the State of Illinois, the Office of the U.S. Coordinator for Refugee Affairs, the Office of Refugee Resettlement, (HHS) and the Bureau for Refugee Programs, (DOS).

Our profound gratitude is reserved for the staff of Catholic Charities. Their dedication to the task and their philosophical conviction that we were on the right track made this project possible.

If America's "golden door" is to continue to be the last hope for refugees of the world, we must not allow that essence of American democracy to evaporate under the dubious argument that refugees are too expensive. The "Chicago Project" is offered as one strategy for maintaining our integrity within the human family.

John E. McCarthy
Executive Director
Migration & Refugee Services
U.S. Catholic Conference

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THE CHICAGO PROJECT: AN ALTERNATIVE RESETTLEMENT APPROACH

I. INTRODUCTION

In March 1983, following discussions among officials of the U.S. Catholic Conference and the federal government, the Chicago Project was launched. Designed as a demonstration project, the Chicago initiative addressed four basic concerns:

- that private sector initiative and responsibility had been undermined by reliance on state-administered refugee programs;
- that use of Refugee Cash Assistance (RCA) and Aid to Families with Dependent Children (AFDC) as the major mechanisms through which the financial needs of refugees were met, had led to overutilization of these public assistance programs;
- that early employment was not sufficiently emphasized as the means to attaining long-term self-sufficiency; and
- that the level of federal expenditures on refugee resettlement was undermining the capacity of the U.S. to respond to the needs of the world's refugees.

Planning for the demonstration project commenced in January 1983, with the formation of a committee composed of representatives from the Office of the U.S. Coordinator for Refugee Affairs; the Office of Refugee Resettlement, Department of Health and Human Services; the Bureau for Refugee Programs, Department of State; and the national office of U.S. Catholic Conference/Migration and Refugee Services (USCC/MRS). At two subsequent meetings the committee agreed to support a national demonstration project, designed to explore the viability of an alternative to the existing state-administered system through which the interim cash and medical assistance needs of refugees are addressed.

The goal of the demonstration project was early employment, through an integrated resettlement system administered through the refugees' resettlement agency. The project was initiated on the assumption that early employment would lead to long-term self-sufficiency while lowering the overall costs of resettlement. The demonstration tested a resettlement methodology that does not require employable refugees to enroll in public assistance programs in order to receive services and assistance that are needed to facilitate employment.

It was designed to provide answers to five major questions about resettlement:

- Would an integrated resettlement model, with heavy emphasis on early employment, lead to reduced utilization of public assistance programs?
- Would refugees resettled under such a model become employed within six months of arrival?
- Would a privately-administered program of this type lead to increased involvement of sponsors and other members of the private sector?
- What would be the costs of implementing this model and how would they compare to those of other resettlement models?
- Would an emphasis on early employment lead to long-term self-sufficiency?

Catholic Charities--Archdiocese of Chicago (CCAC) was chosen as the site for the demonstration, which came to be known as the "Chicago Project." There were several reasons for choosing Chicago as the site for the demonstration:

- There would be a sufficient number of new arrivals during the project period to test the strategies followed in the demonstration project;
- The newly-appointed cardinal of the Archdiocese of Chicago was supportive of resettlement in Chicago and the

Chicago office had requested support from USCC in developing a more effective resettlement effort;

- o A case management system had been initiated in the area although it was not yet fully developed; and
- o As early advocates of case management, officials within Illinois were receptive to the concept of a demonstration project.

The major drawback to Chicago as the demonstration site was that the composition of the Chicago refugee population was not comparable to the refugee population nationally. Because Chicago has had a large non-S.E. Asian refugee population (approximately two-thirds of 1983 arrivals were non-S.E. Asians as compared to the national average of only one-third non-S.E. Asians), the outcomes which would take place for the Chicago population might not be replicable where there was a substantially different client group.

On January 20, 1983, representatives from the U.S. Coordinator's Office, ORR, the Department of State, and the USCC/MRS national office met in Chicago with the Illinois State Refugee Program Manager--in the Illinois Department of Public Aid (IDPA)--and the Chicago Archdiocesan Director of Catholic Charities. This meeting resulted in agreement to proceed with the demonstration. A monitoring committee for the project was formed, composed of representatives from these agencies (see Appendix A), and was responsible for overseeing the implementation and monitoring of the project.

Agreements, regarding the demonstration, were as follows:

- o USCC agreed to implement the project by serving three months of new arrivals to its CCAC office (later increased to seven months of new arrivals) under the demonstration using available resources which would be supplemented by a grant from the national office of USCC.

- o IDPA agreed to support the project through all legally available means including appropriate sanctioning of non-compliant clients. IDPA also agreed to send letters, co-signed by the Director of CCAC, to Chicago area service providers requesting adherance to a formalized system of referral and feedback in providing services to Chicago Project clients.

- o The federal agencies agreed to meet monthly in Chicago, providing monitoring of and support for the project.

The committee members affirmed that the Chicago Project was not intended to be in competition with either the state service delivery system or that of any other voluntary resettlement agency. Assessment of project success was to be based on outcomes (self-sufficiency measured in terms of employment indicators) and on cost effectiveness.

This report presents information on the development of the demonstration project, its implementation and staffing, employment outcomes and cost effectiveness. The measures used in reporting outcomes and cost effectiveness are based upon USCC's objectives in initiating the demonstration. We have collected information on the extent to which refugees have been employed, the type of employment they have received, how employment was found, and the number of months that lapsed between entry and employment. Information is also provided on public assistance utilization, with a comparison of utilization by Chicago Project clients and utilization by other refugees in the Chicago area. Costs are reported in three categories: case management and employment services; cash assistance; and medical assistance.

II. PROJECT DESCRIPTIVE SUMMARY

A. Clients

The project served all Catholic Charities primary resettlement cases that arrived in Chicago from March 1983 through September 1983, giving particular attention to employable refugees. The following persons were considered "employable":

- Refugees between the ages of 16 and 64 (except 16 to 19 year-olds attending high school on a full time basis);
- Refugees with no permanent health/mental health problem which would make any employment unfeasible;
- Refugees who were not a primary care taker for a child under the age of six or disabled family member. (If there was another care taker within the household, the primary care taker would be considered employable.)

English language ability and job skills were not included as measures of employability.

During the course of the project, 188 cases, composed of 421 persons, were served. The employable refugees within these cases numbered 246.* (See Section V--Client Profile--for specific information about their characteristics.) TABLE 1 on the following page indicates the pattern of arrival of the Chicago Project clients, by nationality and month of entry. The majority of clients (69%) arrived during the first four months of the project period. Three nationality groups each account for approximately 25 percent of arrivals--Assyrian, Polish and

*USCC also resettled twenty-five (25) free cases (refugees without relatives in the area) during the period of the demonstration, who were served by Polish Welfare, which acted as a subcontractor to Catholic Charities. Because Polish Welfare had its own case managers and job developers, information about these refugees is not included in this report.

		TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	CAMBODIAN	VIETNMES.
MARCH 1983	25%	107	10	0	40	31	20	6
APRIL	11%	48	8	0	13	22	0	5
MAY	10%	40	19	0	6	8	0	7
JUNE	23%	96	32	0	27	18	4	15
JULY	5%	21	6	3	4	0	8	0
AUGUST	9%	39	16	3	4	11	0	5
SEPTEMBER	17%	70	13	1	19	17	8	12
TOTAL		421	104	7	113	107	40	50
PERCENTAGE OF ARRIVALS			25%	1.5%	27%	25%	9.5%	12%

TABLE 1

CHICAGO PROJECT ARRIVALS

(March - September 1983)

Rumanian refugees. A remaining 21.5 percent are Southeast Asian, with 12 percent from Vietnam and 9.5 percent from Kampuchea.

B. Services and Assistance

Chicago Project cases received intensive employment services and cash assistance from Catholic Charities, as needed through six months after arrival. The structure within which these services were provided was a formal case management system (see below). The goal was early employment and the focus of cash assistance was to provide appropriate support ultimately leading to rapid self-sufficiency. The salient features of the project were:

- o A tight case management system emphasizing regular client contact and careful client tracking;
- o Disbursement of cash assistance; bi-weekly fiscal budgeting emphasizing the development of client money management skills; and sanctioning of recipients through a discretionary, flexible mechanism; and
- o Concentrated job development activities, appropriate supportive services, and a consistently positive message which would facilitate/encourage early employment.

The basic components of the Chicago Project were the same basic components of resettlement services that refugees received prior to the inception of the Chicago Project and are receiving elsewhere in the country - i.e. case management, cash support, employment services. The emphasis and the processes, however, were fundamentally different for each of these components.

Case Management:

Case management is the process by which services for a client are provided through a coordinated referral and feedback process. The case manager, in this case a Catholic Charities staff member with responsiblity for initial R&P activities and

ongoing services, prepares a resettlement plan (see Forms: Appendix B) in consultation with the client and the sponsor. It is the case manager's responsibility to ensure that the steps outlined in the resettlement plan are completed. This involves a process of referral and client tracking.

For the Chicago Project, case managers consistently emphasized the goal of self-sufficiency while attending to the core service and other adjustment needs of their clients. All case management activities were geared toward getting employable clients into jobs as quickly as possible. Support services were arranged outside working hours so they would not interfere with employment (for example, refugees were enrolled in English as a Second Language (ESL) classes outside their work hours).

Employment:

The function of the employment service is to develop/identify appropriate job openings for refugees, to place refugees in those jobs, and to work with the employer and employee in removing obstacles to refugee success on the job. At CCAC, the employment unit relies heavily on the case managers for most of the direct client counseling that takes place in preparing a refugee for employment. As a result, co-location of case management and the jobs unit was of critical value in implementing the Chicago Project.

Cash and Medical Assistance:

An integral part of the Chicago Project was the capability of providing financial support to the refugee until self-sufficiency was attained, or up to six months. This was

important for four reasons: 1) It kept the refugee from having contact with Public Aid; 2) It ensured regular contact between the case manager and the client; 3) It increased the opportunities for the case manager to emphasize early employment and the responsibility of the refugee to become economically self-sufficient; and 4) It permitted the sanctioning of refugees who were non-compliant.

The focus of the process was on providing maintenance assistance on an individual basis, according to need. Support available through the refugee's sponsor was taken into account, as was the need for a supplemental cash grant when refugees took jobs that did not provide sufficient income to cover their basic needs. Refugees who were determined to be unemployable and categorically eligible for Public Aid (AFDC, GA or SSI) were referred to the local Public Aid office. Because the Chicago Project was targeted at primary resettlement cases only, secondary migrants who requested financial assistance were also referred to the Public Aid Office.

The medical assistance component of the Chicago Project had one objective: to ensure that refugee health problems would be covered until the refugee was able to access health coverage through his/her employment without being exposed to and, as a result, possibly accessing full public aid at the IDPA office.

The original plan for handling medical assistance was to use the Illinois medically needy program, the Medical Assistance, No Grant (MANG) system of the Public Aid department. However, MANG was temporarily suspended at the time of the project period. For Chicago Project clients to receive Refugee Medical Assistance,

they would have had to be receiving a cash grant, thereby undermining the purposes of the demonstration project.

Therefore, an alternative for providing medical assistance was arranged. CCAC purchased a private medical insurance plan for the new arrivals; because it covered a narrow range of medical problems (e.g., it did not cover pre-existing illnesses), USCC agreed to reimburse refugees for medical expenses which were not covered by the insurance policy. MANG was reinstated in July 1983 and cases with severe medical problems were referred.

C. Case Documentation, Reporting and Monitoring

From the beginning of the project, an objective was to develop a documentation system that would enable CCAC to keep accurate records on the Chicago Project clients. Documentation was important both for case management and program management purposes. In other words, the forms that were developed provided information not only on the individual refugee's needs and progress in addressing them, but they also permitted the monitoring of program success.

The Chicago Project Coordinator/Case Management Supervisor was primarily responsible for the reporting function on the project. Reports were prepared for each monitoring committee meeting and included client profile data on each month's arrival, some outcome data (employment and cash assistance utilization) and some information on specific client problems and situations. At least eight different reports were prepared including a preliminary cost analysis and a preliminary cash assistance report. This report brings the monthly and the preliminary

reports together for an analysis of the entire project year.

III. PROJECT IMPLEMENTATION

Although the Chicago Project was officially funded by USCC, the Project was put into an existing system of services funded through a variety of other sources. All these services and service staff worked together to provide the components that were necessary for such a model to be effective.

There were five principal programs in operation at CCAC during the project period:

- o USCC Chicago Project: Funds from USCC were used to hire the Project Coordinator/Case Management Supervisor, project secretary and two full time equivalent (FTE) job developers, to pay for the expenses associated with these staff positions (overhead and administrative costs) and to finance cash and medical expenses.
- o USCC Reception and Placement (R & P) Grants: These funds were used to finance the Resettlement and Placement functions as contracted for with the State Department (to cover the cost of the delivery of core services). Three FTE case managers were funded through these grants.
- o IDPA Case Management Contract: The state of Illinois contracted with the Catholic Charities to provide case management services to clients that came into Chicago through that agency. These funds covered services that extended beyond the initial 30-day reception and placement period. Under this contract, four FTE case managers were funded.
- o IDPA Social Service/Employment Contract: The State of Illinois contracted with CCAC to provide job placement services to refugee clients. Under this contract, three FTE job developers were funded.
- o IDPA Cuban Entrant Contract: CCAC has a contract with the State of Illinois to provide services to Cuban entrants. One FTE staff was funded with Cuban Entrant contract funds to work in the employment unit.

A. Staffing:

Technically, 4 FTE staff were added for the Chicago

POSITION	TOTAL FTE	CATHOLIC CHARITIES	USCC CHICAGO PROJECT	R & P USCC SE ASIAN	R & P USCC NON SE ASIAN	IDPA CASE MGMT	IDPA EMPLOYMENT	IDPA CUBAN
DIVISION DIRECTOR	1/8	1/8						
DEPARTMENT DIRECTOR	1/2	1/4	1/4					
PROGRAM DIRECTOR	1	1/4	1/4	1/16	1/16	1/8	1/8	1/8
CASE MGMT SUPERVISOR	1		1					
CASE MANAGERS	8	1		2	1	3		1
EMPLOYMENT SUPERVISOR	1						1	
JOB DEVELOPERS	5		2				2	1
SPONSOR DEVELOPER	1	1						
CUBAN PROGRAM SUPERVIS.	1							1
JOB CLUB/ORIENTATION STAFF	3	1/2					1/2	2
CLERICAL/SUPPORT	4 1/2	1	1			1	1	1/2
TOTAL FTE	26 1/8	4 1/8	4 1/2	2 1/16	1 1/16	4 1/8	4 5/8	5 5/8

TABLE 2

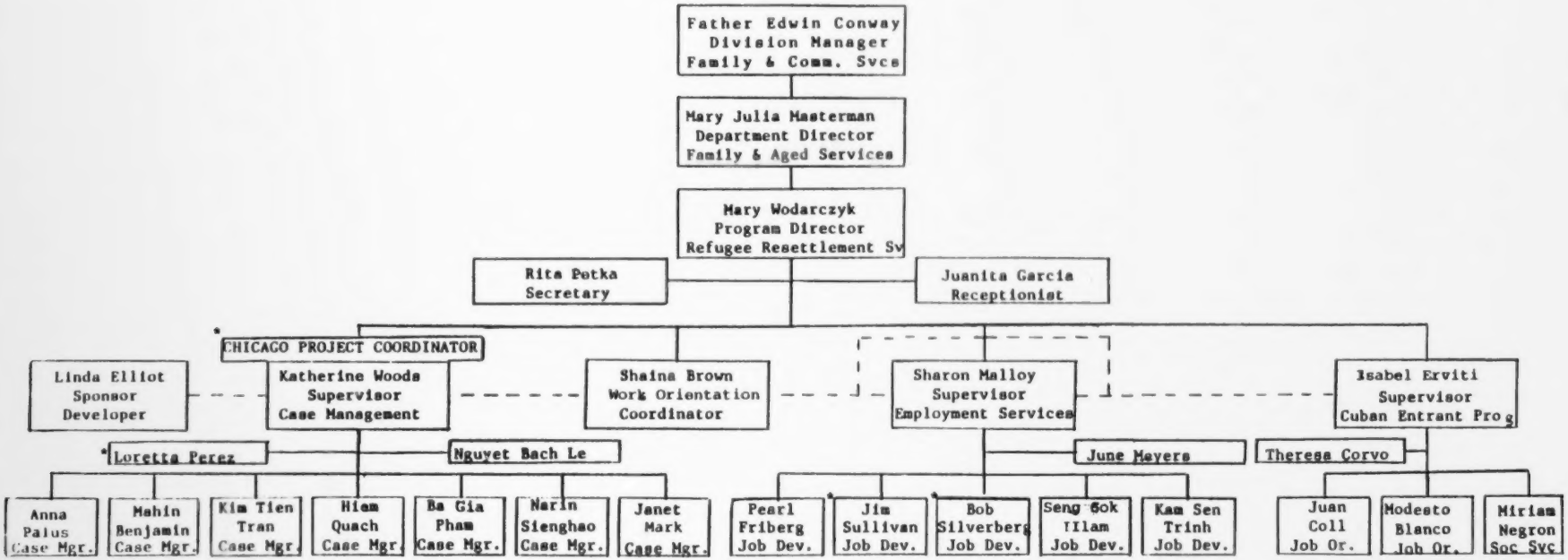
STAFF POSITIONS BY FUNDING SOURCE

Project. These four were the Chicago Project Coordinator/Case Management Supervisor, the Project secretary, and 2 FTE job developers. A portion of the Resettlement Program Director's time and of the Department and Division Director's time came out of the administrative charges to the project.

However, because the Chicago Project was put on top of an existing resettlement structure, individuals for the Chicago Project were simply added to the staffing pool and worked for the Resettlement Unit as a whole. In exchange for the contributions they made toward meeting Unit objectives, other staff gave their time to Chicago Project clients. (See Table 2: Staff Positions by Funding Source.)

While this arrangement made it difficult to calculate exclusive project costs and accomplishments, it increased project effectiveness. It enabled the project to utilize an experienced and varied staff. In the jobs unit, for example, it allowed staff to work with a broader range of client needs and capabilities. For example, a job developer who came across a job that would be appropriate for a skilled Polish refugee but not for an unskilled Cuban would be able to take advantage of the opening because of his/her access to a more diverse client pool.

The Organizational Staffing Chart on the following page shows the staff that were involved in the Resettlement Services component of CCAC. The entire Resettlement Services Unit (including Case Management, Employment and the Cuban Entrant Program) is managed and supervised by the Resettlement Program Director. The Resettlement Program Director was the direct supervisor of the Chicago Project Coordinator/Case Management



• Chicago Project

CHICAGO PROJECT

March 1983 - March 1984

ORGANIZATIONAL CHART

Supervisor and the Employment Supervisor. The Chicago Project Coordinator was responsible for coordinating all demonstration project staff and services, reporting on project outcomes, and supervising Case Management staff. The Employment Supervisor was responsible for supervising the job developers hired through the demonstration project and CCAC's other employment programs. The Project Coordinator/Case Management Supervisor and Employment Supervisor worked together to coordinate case management and employment services with the goal of early and successful employment for Chicago Project and other CCAC clients.

The case managers/resettlement workers assisted the refugees and their sponsors in dealing with immediate resettlement needs, coping with adjustment problems and developing employment objectives. In addition, they conducted general orientation programs and introduction-to-the-world-of-work sessions. The case managers also referred refugees for other services and monitored progress in reaching employment goals.

The Job Developers worked primarily with employers in developing jobs and worked closely with case managers in identifying and removing barriers to successful job placements. The Job Developers relied on the case managers for bilingual support, when needed.

Twenty-two (22) staff actually worked with Chicago Project clients during the project period. By apportioning the amount of time spent by each (based on a time study for the case managers and based on percentage of job placements made for Chicago Project clients for job developers) the actual staff time that

was utilized to operate the project is estimated to be 9.5 full time equivalents (FTE). Staff time spent by individuals on the project ranged from 14% to 100%.

In combining staff time for all projects, a broad base of skills and expertise was available in assisting refugees. For example, language capabilities included: English, Polish, Assyrian, Farsi, Vietnamese, Cambodian, Laotian, Thai, three dialects of Chinese, French, Spanish and ability to communicate with a variety of other Eastern European clients.

IV. THE PROCESS OF RESETTLEMENT IN THE CHICAGO PROJECT

Having described in detail the project components, the process for each of these components is outlined below. This section will summarize the various activities and processes that the refugee went through as a "Chicago Project" client:

Reception and Placement/Case Management

All of the Chicago Project clients were sponsored by CCAC. In addition, relatives, friends, ethnic organizations and parish and community groups served as co-sponsors*, providing refugees with individual sources of support. The first step in the resettlement process was to document, through an Affidavit of Relationship, that the refugee had an anchor relative in the Chicago area, or that a suitable sponsor had been identified.

When this step was completed, CCAC explained to the sponsor that the refugee would be coming to Chicago under a somewhat different model of resettlement than was regularly used.

*For the purpose of this report, the co-sponsors will be referred to as sponsors and the formal sponsor, CCAC, will be referred to as CCAC.

The terms and processes of the Chicago Project model were explained and the sponsor signed an agreement accepting the stipulations under which the refugee would be coming. The importance to future resettlement capacities of demonstrating that refugees could rapidly become self-sufficient was also emphasized.

Before being assured resettlement by Catholic Charities, refugees, while still overseas, were to sign an agreement stating that they understood the conditions under which they would be going to Chicago. The agreement also stated that employable refugees agreed to accept jobs that were found for them by the sponsor or by Catholic Charities. Because refugees came from a variety of overseas locations, it became difficult to implement this provision and relatively few agreements were actually signed.

Prior to arrival, the case manager met with the sponsor to discuss the final arrangements for the new arrival and to, once again, reiterate the Chicago Project philosophy. At that time, the case manager confirmed the assistance that the sponsor would provide to the arriving refugee. Such assistance ranged from minimal financial support to full provision of housing, food, clothing and other necessities. TABLE 3 indicates types of sponsorship and levels of sponsorship assistance. Overall, 75 percent of the refugees were sponsored by relatives, with the remaining 25 percent sponsored by friends, ethnic associations, churches and other groups. In this study, we constructed a scale to measure sponsor support by examining the funding available to a refugee from the sponsor. The average level of sponsor support

	TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	CAMBODIAN	VIETNMESE
IMMEDIATE RELATIVE (Parent, Child, Sibling, Grandparent)	40%	22%	14%	35%	55%	76%	61%
EXTENDED FAMILY RELATIVE	35%	70%	72%	23%	9%	24%	21%
FRIENDS/ ETHNIC COMMUNITY	17%	7%	-	40%	17%	-	-
CHURCH	6%	-	14%	1%	19%	-	11%
OTHER SOCIAL GROUP	2%	1%	-	1%	-	-	7%
AVERAGE LEVEL OF SPONSOR SUPPORT (Scale of 1-5 with 1 as very minimal support and 5 as total support)	3.32	2.5	2.5	3.5	3.1	1.5	2.2

TABLE 3

TYPE OF SPONSOR AND AVERAGE LEVEL OF SPONSOR SUPPORT

was 3.32 on this scale, with 1 being very minimal support to 5 being total support. For Cambodian refugees, the percentage of sponsorship by immediate relatives is highest and the level of sponsor support is lowest. Polish refugees, on the other hand, have the highest percentage of sponsorship by friends/ethnic community and the highest level of sponsor support.

Within a few days after arrival, the case manager met with the client and the sponsor to develop a resettlement plan. Client capabilities and needs were assessed and the necessary steps to employment were documented. Determinations were made about financial assistance to be provided and services that were needed. Any re-adjustments to the resettlement plan involved the case manager, the refugee, the sponsor and other service providers as appropriate.

During an initial meeting, the case manager completed the basic intake resettlement form (see Forms: Appendix B), again emphasizing the importance of early employment, not accessing Public Aid and client cooperation. Also at one of the early meetings, the refugee was referred for a health screening, to receive social security cards and other necessary documentation/identification, and, where appropriate, to ESL classes. ESL was an adjunct to, not a substitute for, employment; instruction was encouraged after employment was found but only in after-work hours.

The initial employment intake was also done by the case manager and it was used to refer refugees to the employment unit.

Employable refugees were enrolled in job orientation and job readiness workshops.

At this point, the cash assistance process was explained and instructions were given as to maximum rent allowance. The refugee was also introduced to the budgeting process. The sponsor's continuing support was evaluated and the refugee's needs were assessed. Money was budgeted according to these needs and available resources:

- Rent was reimbursed (proof of payment was necessary) up to the limits allowed (see Appendix C). The sponsor was not paid rent for keeping the refugee in his/her home.
- Medical expenses were reimbursed, although alternatives to private physician visits were generally used (for example, referral to the Uptown Clinic). In cases of emergency, the refugee was urged to find appropriate medical assistance and costs not covered by the insurance policy were reimbursed.
- Utility (gas and electric) bills were paid upon receipt of a bill. Telephone was not paid by Catholic Charities.
- Other expenses were considered on an individual basis. There was a biweekly allotment of $10/adult and $5/child for personal/spending money; single persons received a $20 allowance.

The disbursement of cash assistance involved regular and careful budgeting. The case manager outlined the expenditure of funds and of other available resources. The monthly allocation and disbursement of cash assistance was prescribed in an individualized budget for each refugee or family unit. As part of the process it was the case manager's responsibility to assist the refugees in understanding the variety of costs associated with their new lives in Chicago and to enable them to manage these costs with the available resources.

In general, the process was as follows:

1. The refugee (and sometimes the sponsor) would go in to see the case manager every two weeks.

2. Financial needs (i.e. for rent, food, transportation and other) were assessed by the case manager and available resources were identified.

3. Based on this assessment and on the cash assistance standards outlined in Appendix C, the amount of assistance to be provided was determined.

4. A check request was completed, indicating both the amount and what the money was to be used for.

5. The request was examined and initialled by the Project Coordinator/Case Management Supervisor.

6. The Program Director would approve the check.

7. The check request would go to the bookkeeping unit. If it was an emergency request, it would be hand delivered and the check was processed immediately. Otherwise, a number of requests would be sent to bookkeeping at the same time.

8. Bookkeeping would issue the check. If it was for an emergency request, the check would be given to the case manager who would hand-deliver it. Otherwise, the check was mailed to the refugee.

9. On a monthly basis, bookkeeping would send copies of checks and check requests to the Department Director for billing purposes.

10. Monthly statements of case name, amount and purpose were sent to the Project Coordinator/Case Management Supervisor for reporting purposes.

The client, and if appropriate, the sponsor, continued to see the case manager biweekly for budget meetings until the refugee had acheived self-sufficiency. This regular contact between the case manager and the refugee was a chance for the case manager to continue to reinforce the necessity of early employment, to maintain current information on the refugee's progress, to observe any difficulties the refugee was experiencing, and to initiate supportive services, if needed.

There were several ways in which cash assistance administered by CCAC differed from public aid administered by IDPA:

- Catholic Charities support varied depending on the needs of the clients and amount of sponsor support; IDPA support was based on predetermined formulas and did not take sponsor support into account.
- At CCAC, a household definition was used to determine the level of support to be given to each refugee case. For example, two relatives sharing a household were therefore considered to be a 2-person "family" rather than 2 individual cases.
- Support levels were determined every two weeks through careful budgeting that involved the refugee in the process and also taught money management skills.
- Cash assistance disbursement was flexible and allowed for supplementation if the refugee became employed but was not earning as much as would have been provided through cash assistance alone (thereby eliminating one disincentive to take low-paying jobs).

In cases where the refugee refused to cooperate with Catholic Charities or was found to be in non-compliance with the resettlement plan, the case manager completed the necessary documentation and consulted with the Project Coordinator/ Case Management Supervisor as to the appropriate course of action. Generally, the case manager contacted the refugee in order to

clarify the problem and if necessary, give preliminary notice that non-compliance reports were to be filed and sanctions imposed. Sanctioning was flexible and could, therefore, be appropriate to the infraction. There were varying degrees of sanctioning and varying lengths of sanctioning time, although the maximum was 30 days--the IDPA maximum. Sanctioning could be immediately invoked or immediately revoked.

After being given a warning and time to comply with requirements, the individual refugee would lose his/her pocket money allotment for a prescribed time period (usually for two weeks). This constituted a sanction of the individual which did not penalize the entire family.

If the client committed a more serious infraction (such as refusing a job) the case was subject to complete sanctioning. This sanction could be immediate but could also be revoked immediately upon compliance.

There were several ways in which the sanctions that could be imposed by IDPA were administered differently than those that could be imposed by Catholic Charities:

- The process for sanctioning through IDPA involved a complicated process which often made sanctioning for anything less than a major infraction unfeasible; in the Chicago Project, the case manager was required to document non-compliance before sanctioning could take place, but was able to impose a sanction without such an extended and complex process.
- IDPA-imposed sanctions took up to 30 days before becoming effective. Chicago Project sanctions could be imposed almost immediately, depending where the client was in the budget cycle.
- Sanctions invoked by IDPA generally involved the entire cash grant, thereby making the case worker hesitant to impose the sanction; Chicago Project sanctions allowed

for partial sanctioning either for only one member of the case or for only a portion of the grant.

Employment Services

As part of the resettlement process, an employability plan was developed for every employable individual in the case. In order to develop an employability plan, the following steps were taken:

1. An employment form (see Forms: Appendix B) was completed including:

- Past work and educational history;
- Barriers to employment and specific remedies to these barriers;
- Employment goals;
- Communications skills; and
- Target timelines.

2. The refugee received orientation to the world of work both in a group setting and on a one-on-one basis.

3. Once the refugee was referred to the employment unit, the refugee, job developer, case manager and, if appropriate, the sponsor would confer regarding specific job opportunities open to the refugee.

4. Weekly joint staff meetings of the employment unit, work orientation coordinator and case management staff were held where:

- A list of available job openings was presented by the jobs unit;
- Staff from both the Employment and Case Management Units identified appropriate clients for those jobs; and

- The case management unit identified priority clients for job development.

5. Once the refugee had been placed in a job, the job developer was responsible for follow-up to ensure that the placement was appropriate both for the refugee and for the employer. When problems were identified, the job developer would confer with the case manager regarding resolution of these problems. With information from the job developer, the case manager was responsible for documenting follow-up information in the case file.

V. CLIENT PROFILE

Four hundred and twenty-one (421) clients, representing 188 cases comprise the client population. TABLE 4 provides information about the total client population. Subsequent tables deal with specific subsets of the total population, in most cases, with employable clients only.

All Chicago Project Clients

The client population for the Chicago Project was primarily non-S.E. Asian. S.E. Asian refugees represented only 21.5% of the Chicago Project client population. Refugees from Eastern European countries (Poland, Rumania, Hungary, Bulgaria, Lithuania) represented 53.5% of the client population. The remaining 25% was comprised of Assyrians (Christian minorities from Iraq and Iran).

Between March 1983 and September 1983, CCAC brought in 446 (including Polish Welfare cases) of 1581 new arrivals to the area, or 28% of the new arrivals. The client population that Catholic Charities brought into the Chicago area included all nationalities coming to Chicago during the project period (with

TABLE 4

CHICAGO PROJECT CLIENTS*

	TOTAL	ASSYRI	OTHER	POLISH	RUMANI	CAMBOD	VIETNM
CASES	188	62	6	64	31	7	18
CLIENTS	421	104	7	113	107	40	50
AVERAGE CASE SIZE	2.29	1.68	1.16	1.76	3.45	5.71	2.78
MALES	265	76	5	71	67	20	26
FEMALES	154	28	2	40	40	20	24
NUMBER EMPLOYABLE	246	78	7	71	49	17	26

*The data tables in this report are based on information that was compiled after the end of the project period. Since some client information was incomplete, there are some missing values for some clients. As stated previously, the client data for the cases that were resettled by Polish Welfare have been taken out.

the exception of Laotians and Afghans), although the distribution of cases differed. TABLE 5--CCAC arrivals in each ethnic group as compared to total Volag arrivals in each ethnic group during the same time period--shows CCAC with a higher percentage of Polish arrivals (30%, including Polish Welfare, of its caseload compared to 14% for all volags) and Assyrian arrivals (23% compared to 15% for all volags) and lower percentage of Cambodians (9% compared to 18% for all volags), Vietnamese (12% compared to 16% for all volags), and Laotians (0% compared to 6% for all volags).

Within the Chicago Project caseload, average case size was largest for the Cambodians (5.71) and was smallest for the Assyrian and "Other" populations. Both of these groups included a large number of single males.

Employable Refugees

Approximately 58 percent of the persons served in the Chicago Project were employable. As TABLE 6 indicates, these percentages differed by nationality group, with 75 percent of the Assyrians being employable in contrast to 43 percent each of the Rumanians and Cambodians.

A majority of employables, as is true of the overall caseload, are males--174 men versus 68 women. Again, there are differences by nationality group, with Southeast Asians showing an almost equal percentage of males and females while 85 percent of the Assyrians and 77 percent of the Poles were male.

The average age of the employables is 32.4 years. The Rumanian population was the oldest (average age of adult: 37), and the Assyrian population was the youngest (average age of adult: 25.5).

	ALL VOLAGS		CATHOLIC CHARITIES	
	TOTAL	PERCENT	TOTAL	PERCENT
AFGHAN	30	2%	0	0%
ASSYRIAN	237	15%	104	23%
ETHIOPIAN	70	4%	2	1%
OTHER	49	3%	5	1%
POLISH	219	14%	138	31%
RUMANIAN	352	22%	107	24%
SE ASIAN: CAMBODIAN	281	18%	40	9%
SE ASIAN: LAOTIAN	90	6%	0	0%
SE ASIAN: VIETNAMESE	253	16%	50	11%
TOTAL	1581		446*	

*Includes Polish Welfare Cases

TABLE 5

CCAC ARRIVALS COMPARED WITH ALL VOLAG ARRIVALS

(March - September 1983)

The Polish population had the most years of education (average 11.5 years). Yet, this group also ranked in last place (with the Cambodian population) in terms of English language ability.

TABLE 6 also contains information available on the previous employment of about 80 percent of the employable refugees. Of these persons, approximately 20 percent had been in professional or managerial jobs; 25 percent had held skilled or sales/clerical jobs; and the remainder had been in semi- or unskilled jobs, had worked as farmers or fishermen or were students.

VI. OUTCOMES

The outcomes for the Chicago Project will be identified under two areas: employment and public cash assistance utilization. Cash assistance utilization will be analyzed according to the numbers that accessed Public Aid during and after the project period, as compared to the percentage of arrivals through other Voluntary Agencies during the same time period that accessed Public Aid.

Employment

The contention of Catholic Charities that, given an integrated and consistent resettlement system, the majority of employable refugees could be employed within six months of arrival was largely confirmed through this project. Within six months of arrival, 74 percent of the employable refugees had been employed. Another 17 percent were not in the Chicago labor force because they had moved, had temporary health problems or were being supported, voluntarily, by an employed person or persons. Only 8 percent were in the labor force and unemployed. (See Table 7 for the reasons that Chicago Project clients who were not employed were unemployed.)

	TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	CAMBODIAN	VIETNMESE
TOTAL INDIVIDUALS	421	104	7	113	107	40	50
TOTAL EMPLOYABLES	246	78	7	71	47	17	26
MALE	174	66	5	53	29	8	13
FEMALE	68	12	2	17	16	9	12
AVERAGE AGE	32.4	25.5	46	34	37	32	31.5
AVERAGE YEARS OF PERVIOUS EDUCATION		10.2	12.2	11.5	11	5	9.1
AVERAGE ESL LEVEL		2.58	4.4	1.5	1.97	1.5	1.58
PREVIOUS OCCUPATION: PROFESSIONAL/MANAGERIAL	36	4	2	19	12	2	1
PREVIOUS OCCUPATION: SALES/CLERICAL	14	1	0	5	3	2	2
PREVIOUS OCCUPATION: SKILLED WORKER	26	5	0	14	6	1	0
PREVIOUS OCCUPATION: SEMI-SKILLED WORKER	37	8	0	14	11	1	4
PREVIOUS OCCUPATION: LABORER	6	0	0	2	3	0	1
PREVIOUS OCCUPATION: SERVICE WORKER	15	7	1	3	2	0	2
PREVIOUS OCCUPATION: FARMER/FISHER	11	4	1	2	0	4	0
PREVIOUS OCCUPATION: STUDENT/NONE	11	5	1	1	0	6	3
PREVIOUS OCCUPATION: UNKNOWN	76	44	2	9	8	1	13

TABLE 6

EMPLOYABLES

	TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	CAMBODIAN	VIETNMESE
TEMPORARY HEALTH PROBLEM OR PREGNANCY	4	0		1	1		2
MOVED	14	5	1	3			5
SUPPORTED BY OTHERS	25	5	1	6	8	2	3
CAUSE NOT GIVEN	19	15	1	1	1	-	1
TOTAL UNEMPLOYED	62	25	3	11	10	2	11

TABLE 7

REASON IF UNEMPLOYED

The high level of employment was accomplished without recourse to extended ESL or any vocational training, and during a period in which Chicago had an average unemployment rate of 10% (range 8.4% in November of 1983 to 11.4% in March 1983).

TABLE 8 provides additional information about the current employment profile of Chicago Project clients. The percentage employed within six months varied by nationality group, with Cambodians having the highest percentage of employment (88 percent) and the Vietnamese having the lowest (58 percent). The average number of months to employment also varied by nationality. Polish refugees obtained employment most rapidly (1.82 months) and the Assyrian refugees took the longest time (4.47 months).

Most of the jobs provided at least 35 hours of work per week, with the actual number again varying by nationality. The average number of hours ranged from 35 per week for Vietnamese to 40 hours per week for Rumanians and Cambodians.

Very few of the refugees obtained professional or skilled work during this period. Only 3 refugees (all Rumanians) took professional jobs. Nineteen refugees obtained skilled jobs (13 of them were Polish), while 145 were placed in semi-skilled, unskilled or service jobs.

Most of the refugees were employed in jobs that paid more than minimum wage. Cambodians had the lowest average hourly wage ($3.74), while Polish refugees had the highest ($4.55).

TABLE 9 indicates the means through which refugees found their jobs. Over 40 percent were placed by Catholic Charities; another 20 percent found their jobs through their sponsors. Slightly over 30 percent obtained jobs on their own or in

	TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	CAMBODIAN	VIETNMESE
TOTAL INDIVIDUALS	421	104	7	113	107	40	50
NUMBER OF EMPLOYABLES	246	78	7	71	47	17	26
NUMBER EMPLOYED	184	53	4	60	37	15	15
PERCENT EMPLOYED WITHIN SIX MONTHS	74%	68%	57%	84%	78%	88%	57%
AVERAGE NUMBER OF MONTHS TO EMPLOYMENT		4.47	2.8	1.82	2.9	3.73	3.08
AVERAGE NUMBER OF HOURS PER WEEK		38	36	38	40	40	35
AVERAGE WAGE		$4.06	$4.25	$4.55	$4.36	$3.74	$4.14
1ST JOB IN U.S.: PROFESSIONAL/MANAGERIAL	3	0	0	0	3	0	0
1ST JOB IN U.S.: SALES/CLERICAL	6	0	1	2	2	0	1
1ST JOB IN U.S.: SKILLED WORKER	19	1	1	13	4	0	0
1ST JOB IN U.S.: SEMI-SKILLED WORKER	83	34	1	15	18	9	6
1ST JOB IN U.S. LABORER	38	8	2	15	6	6	1
1ST JOB IN U.S.: SERVICE WORKER	24	3	0	11	3	0	7
1ST JOB IN U.S.: FARMER/FISHER	0	0	0	0	0	0	0
1ST JOB IN U.S.: MISSING VALUE	7	7	0	0	0	0	0
NUMBER OF INDIVIDUALS EMPLOYED IN SAME CATEGORY IN U.S. AS IN NATIVE COUNTRY	25	5	0	11	9	0	0

TABLE 8

EMPLOYMENT IN U.S.

		TOTAL	ASSYRIAN	OTHER	POLISh	RUMANIAN	CAMBODIAN	VIETNMESI
NUMBER OF EMPLOYABLES		246	78	7	71	47	17	26
NUMBER EMPLOYED WITHIN SIX MONTHS		184	53	4	60	37	15	15
PERCENT EMPLOYED WITHIN SIX MONTHS		747	68%	57	84	78	88%	57.6
SOURCE OF 1ST SUCCESSFUL JOB REFERRAL	CATHOLIC CHARITIES	78 (42%)	34	2	9	14	15	14
	SELF	43 (23%)	8	3	25	7	-	-
	SELF/SPONSOR	15 (8%)	-	-	15	-	-	-
	SPONSOR	37 (20%)	8	1	15	12	-	1
	OTHER	1 (1%)	-	-	1	-	-	-
	NOT AVAILABLE	17 (6%)	12	-	-	3	2	-
TOTAL PLACEMENTS**		184**	50**	6**	65**	33	15**	15**

*Includes only 78 of the 119 placements made by Chicago Project Staff
**Unable to separate out multiple placements

TABLE 9

EMPLOYMENT FINDER

combination with their sponsors. The source of job placements varied by nationality. Almost all of the Southeast Asian refugees were placed through Catholic Charities, whereas a majority of the Polish refugees found jobs on their own or with the assistance of their sponsors.

Public Aid Utilization

When a refugee first arrived in Chicago through Catholic Charities, a determination was made as to whether the refugee was employable within six months (e.g., whether there were any significant health problems which would impede employment; as noted in an earlier section, lack of English was not considered a barrier to employment). If the refugee was found to be unemployable and was determined to be categorically eligible for public assistance programs, he or she was referred to IDPA. In all, 14 cases, involving 16 persons, were determined to be categorically eligible for public assistance and unemployable during the project period. Five of these cases were Assyrians; four were Vietnamese; two each were Polish and Rumanian; and one was Cambodian.

Among others enrolled in the Chicago Project, utilization of public assistance--either during the project period or shortly thereafter--was very low. During the course of the project, 5 Chicago Project cases, involving 10 clients, obtained public assistance. Two cases each were Polish and Assyrian and one (with six persons) was Cambodian. The 10 clients represent a public assistance utilization rate of 2 percent.

Since the Chicago Project clients received an alternative form of support during their first six months in the United

States, and therefore had little reason to apply for public assistance, the post-project period public assistance utilization rates are more useful as an indicator of the extent to which the Chicago Project refugees were self-sufficient within six months. At the end of the project period (March 31, 1984), there were five Chicago Project cases, involving seven persons, on public assistance. These refugees had been in the United States for six to twelve months. Some of these individuals had gained access to public assistance during the course of the demonstration, whereas others had applied for aid after their six months of CCAC assistance had expired. These seven clients represent a utilization rate of less than 2 percent of the 421 persons involved in the Chicago Project from its inception until its end. An additional 5 cases (11 clients) accessed the Medical Assistance, No Grant (MANG) component of public aid.

TABLE 10 shows the welfare utilization rates of arrivals through other Voluntary Agencies for the same time period. During the final quarter of the project period, 52% of the Chicago Project's comparable cohort accessed public aid (this includes clients that were still receiving RCA, AFDC and GA payments as of 3/31/84 and also those who had accessed RCA, AFDC or GA at some time during the quarter). For only those cases/clients that were still accessing public aid at the end of the quarter, the percent of RCA and AFDC utilization was 34% cases/40% clients. (Neither this figure nor the two percent figure cited for Chicago Project clients should be construed as a "dependency rate" since neither accounts for secondary migration into or out of Chicago.)

CASES/CLIENTS	TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	ETHIOPIAN	S.E. ASIAN
TOTAL NON-USCC ARRIVALS MARCH-SEPTEMBER 1983	451 / 1135	55 / 133	28 / 74	40 / 81	104 / 245	35 / 68	165 / 534
RCA	176 / 502	31 / 57	4 / 13	5 / 10	41 / 97	13 / 27	82 / 298
AFDC	25 / 79	2 / 7	- / -	1 / 2	- / -	1 / 2	21 / 68
GA	4 / 12	1 / 8	- / -	- / -	3 / 4	- / -	- / -
TOTAL ON ASSISTANCE (DURING PERIOD 1/84-3/84)	205 / 593	34 / 72	4 / 13	6 / 12	44 / 101	14 / 29	103 / 366
TOTAL ON ASSISTANCE AS OF 3/31/84	148 / 454	26 / 55	3 / 11	6 / 12	21 / 56	14 / 27	78 / 293
% OF CLIENTS ON ASSISTANCE	40%	41%	15%	15%	23%	40%	55%
CHICAGO PROJECT CLIENTS ON PUBLIC ASSISTANCE AS OF 3/31/84	3 / 7	0 /	1 / 1	4 / 6	0 /	0 /	0 /
% of C P CLIENTS ON PA AS OF 3/31/84	2%	0	14%	6%	0	0	0

TABLE 10

NON-USCC VOLAG ARRIVALS

PUBLIC ASSISTANCE UTILIZATION

VII. COSTS

The Chicago Project incurred two types of costs: 1) the cost of delivering case management and employment services to refugees; and 2) the cost of disbursing cash and medical assistance. Other costs, such as the costs associated with client tracking and the monitoring committee, will be considered under the Auxiliary Costs section.

Case Management and Employment Services

As described above, the Chicago Project was superimposed upon a resettlement program that included funding from four different contracts: Reception and Placement grants; IDPA Case Management; IDPA Job Development; and IDPA Cuban-Haitian Entrant project. In order to estimate the costs of delivering services to the Chicago Project clients, it has been necessary to apportion costs to take into account the time and effort spent by staff of each of these contracts on the demonstration project clients.

The following estimates are based on a time study of case managers, to determine the amount of time spent on Chicago Project clients versus that spent on other CCAC clients, and a placement study for job developers, to determine the proportion of caseload and placements made on behalf of Chicago Project clients versus those made for other CCAC clients. (See Appendix D for further discussion of the cost methodology.)

Using these two measures, the cost of delivering case management and employment services, including administrative costs of implementing the project as a whole, was estimated to be

$189,866, or $451 per client for the 13-month implementation period. Of this cost, $108,758 was spent on case management ($258 per client) and $81,107 was spent on job placements ($193 per client).

IDPA has a different way of calculating social service costs (including case management, employment, ESL, etc.). Contract amounts for all social services are added together and then that figure is divided by the total number of job placements made by all the refugee placement units. For FY 1983, IDPA figured the cost per placement (for all support services) to be about $1800. When the 119 job placements made for Chicago Project clients is divided into the $189,866 for all Chicago Project services, the cost per placement is $1,596. The IDPA figure of $1800 is not directly comparable to the Chicago Project figure of $1,596 because the Chicago Project figure does not include ESL training and other kinds of services. The Chicago Project Figure does, however, include the cost of administering the cash and medical assistance components of the project which the IDPA figure does not.

Cash Assistance Costs

Catholic Charities provided cash assistance as a supplement to sponsor-provided assistance, until the refugees were economically self-sufficient or had been in the United States for six months. Therefore, the amount spent on cash assistance for any given refugee was determined by the level of sponsor support available and the time that it took for that refugee to become employed.

The total amount spent by CCAC on cash assistance including the food allowance) was $146,302. This came to $788 per case, or $348 per client. These amounts varied greatly by nationality, however, as could be expected by the information, provided above, on the level of sponsorship support and the number of months which lapsed between entry and employment. The lowest per client cost to CCAC was for Polish refugees ($81), who had the highest level of sponsor support and the shortest period of job search. The highest per capita costs were for Vietnamese refugees ($659) and Assyrian refugees ($583). Both of these groups had lower than average employment rates and, when employed, took, on the average, longer to find their jobs.

In order to determine what would have been a comparable amount of cash paid out by IDPA had the Chicago Project not disbursed cash assistance, the sum of the number of months that each case received cash assistance (425 months) was multiplied times the average case size (2.29) and that product was multiplied by the average cost per client for RCA ($127). This yielded a figure of $123,603. In addition, CCAC clients would have been eligible for Food Stamps during this period. Multiplying the factors considered above times average Food Stamp costs per month equals $55,475. Therefore, the total amount of public expenditures for refugees receiving public assistance and Food Stamps during the period of CCAC expenditure would have been $179,078, or $952 per case and $425 per client. This figure assumes a comparable employment rate, since it is based on the same number of months of assistance.

	TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	CAMBODIAN	VIETNMESE
NUMBER OF CASES	188	62	6	64	31	7	18
NUMBER OF CLIENTS	421	104	7	113	107	40	50
TOTAL CASH ASSISTANCE	$146,302	$60,585	$1,723	$9,116	$24,972	$17,930	$32,975
AVERAGE C.A. PER CASE	$788	$977	$287	$142	$806	$2,561	$1,832
AVERAGE C.A. PER CLIENT	$348	$583	$246	$ 81	$233	$448	$659

TABLE 11

CASH ASSISTANCE COSTS

Another way of comparing the actual cash assistance expenditures against what they would have been had the clients been resettled under the former model of resettlement is to calculate public assistance and Food Stamp costs of the average non-Catholic Charities refugee. To do this, we have made some assumptions about the pattern of public assistance utilization in Chicago. We have assumed that no refugee accessed the public programs during their first month in the country (because of the gap in establishing eligibility and the coverage of many expenses under the reception and placement grants). Thereafter, we assumed, 80 percent were enrolled during their second and third month; 60 percent during their fourth to sixth month; 50 percent during their seventh to ninth month; and 30 percent during their tenth to twelfth month.

Based on these assumptions, one can estimate that the cost of providing assistance for six months after arrival would have been $182,626 for Refugee Cash Assistance and $82,182 for Food Stamps, or $264,808 in all. Moreover, a large number of refugees would continue to receive assistance at the end of their first six months. In fact, the first-year cost of providing assistance to the same number of refugees, under non-demonstration conditions, would likely have amounted to $260,413 in RCA and $117,186 in Food Stamps, or $377,599 in all. (The one-year cost under the demonstration could not be calculated because we did not have adequate information about Food Stamp enrollment of Chicago Project refugees after their employment. It was significantly lower than IDPA costs, however, since few of the CCAC

refugees received public assistance after their eligibility for demonstration project funding expired.)

Medical Assistance

Medical insurance plans were automatically purchased with the Smith-Sternau Inc. Insurance Company for every case/individual in the Chicago Project. The policies cost $82.50 for an individual, $135.00 for a family and $165.00 for two individuals living together, for a six-month period. Under its agreement with the insurance company, Catholic Charities wrote the policies (using the format provided by the insurance company) and then sent the names of individuals to the company as they were signed up. Every Chicago Project client was covered by the policy from the first day of arrival; expenses that were incurred in those first days would be covered even if the company had not yet received the client's names.

Because the policy did not cover pre-existing illnesses and other medical conditions that might be found in a refugee population, CCAC agreed to pay for claims that were rejected or uncovered by the insurance company. This provision ensured that the refugees would not incur additional expenses.

TABLE 12 gives a breakdown of total medical costs by ethnic group. The total amount that was expended by Catholic Charities for the insurance premiums was $20,444. The insurance company paid $10,737 in claims. An additional $11,626 in claims are pending. Catholic Charities paid for $13,981 in claims that were rejected or uncovered by the insurance company. (The total amount of the uncovered claims was $16,460; CCAC negotiated reduced rates for some of the services.)

	TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	CAMBODIAN	VIETNMESE
TOTAL CASES	188	62	6	64	31	7	18
TOTAL CLIENTS	421	107	7	113	107	40	50
(1) INSURANCE PREMIUMS	20,444	6,585	549	6,058	3,777	1,314	2,161
(2) INSURANCE PAID CLAIMS	10,737	2,938	0	520	7,130	40	109
(3) CATHOLIC CHARITIES PAID CLAIMS	11,626	8,696	0	640	1,881	409	0
(4) UNINSURED CLAIMS	16,460	3,121	309	8,804	2,749	1,270	207
(5) CATHOLIC CHARITIES PAID CLAIMS	13,981	1,817	309	8,764	1,614	1,270	207
(6) ESTIMATED UPTOWN CLINIC COSTS	2,400	-	-	-	-	800	1,600
MEDICAL COSTS TO USCC (1)+(5)	34,425	8,402	858	14,822	5,391	2,584	2,368
COSTS PER CASE	183	136	143	232	174	369	132
COST PER CLIENT	82	78	123	131	50	65	47
ACTUAL MEDICAL COSTS (2)+(3)+(4)+(6)	41,223	14,755	309	9,964	11,760	2,519	1,916
COST PER CASE	219	238	51	156	379	359	106
COST PER CLIENT	98	138	44	88	110	63	38

TABLE 12

MEDICAL COSTS

The total cost to Catholic Charities, to date, for the medical component (including the cost of the insurance premiums and the claims that were not paid by the insurance company) is $34,425. or $183 per case and $82 per client. (A portion of the pending claims may be referred to CCAC for payment, also.) Total medical claims (insurance paid claims, pending claims, uninsured claims and estimated expenses incurred by the Uptown Clinic) came to $41,223, or $219 per case and $98 per client.

The amount paid by CCAC varied by ethnic group, as did the amount of actual medical claims. For example, CCAC costs for Polish refugees came to $131 per client, while costs for Vietnamese were $47 per client. Total medical claims varied from $138 per client for Assyrians to $38 per client for Vietnamese.

Total Chicago Project Costs

With the following assumptions in mind, a total project cost can be estimated:

- Cash assistance costs are based on actual cash disbursed;
- Medical costs are based on the actual CCAC expenditures for insurance premiums and uncovered claims.
- Project Costs are based on actual level of staff effort, as discussed in the section on case management and employment service costs. (See Appendix D for further information about cost methodology). The costs which are allocated to each ethnic group for Project Costs are based on the percentage of the total client population represented by that ethnic group times the total Project Costs.*

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* This is not an actual cost as levels of sponsor support affected the level of effort that was required of the case managers (for example, the Poles had the highest level of sponsor support and so did not require the same level of assistance from the case manager as did the Assyrian group; however, the Project Cost allocation for the Poles is the same as that for the Assyrians because the percentages of clients to the total population is the same for both groups).

	TOTAL	ASSYRIAN	OTHER	POLISH	RUMANIAN	CAMBODIAN	VIETNMESE
CASH ASSISTANCE	147,301	60,585	1,723	9,116	24,972	17,930	32,975
MEDICAL	34,425	8,402	858	14,822	5,391	2,584	2,368
PROJECT OPERATIONS*	189,867	47,467	2,848	51,264	47,467	18,037	22,784
TOTAL	371,593	116,454	5,429	75,202	77,830	38,551	58,127
COST PER CASE	1,977	1,878	904	1,175	2,511	5,507	3,229
COST PER CLIENT	833	1,120	776	665	727	964	1,162

*These costs are simply the proportion of clients in that ethnic group times the total project Operations Budget. This is not a strict measure because levels of sponsor support varied, making the time by the case manager dependent on level of need.

TABLE 13

COMBINED CASH, MEDICAL

COMBINED PROJECT COSTS TO USCC

Based on these assumptions, TABLE 14 provides a breakdown of the costs of the Chicago Project. The total for Project Operation, Cash Assistance and Medical Expenses is $371,593 for 188 cases or 421 clients. This averages out to $1977 per case or $883 per client, and is the cost for all services provided during the project period.

Because of the range in case size from 1.16 per case (for the "Other" refugee groups) to 5.71 per case (for the Cambodian population, the cost per client is a more meaningful indicator for consideration. The Vietnamese population had the highest cost per client ($1,162); this population also had the lowest employment rate (54%) and the third longest time from arrival to employment (3.08 months). Vietnamese cases were sponsored primarily by immediate relatives and had the second to the lowest level of sponsor support (higher only than the Cambodian group).

The Polish population was, on most indicators, at the opposite end of the scale from the Vietnamese. The total cost for Polish clients was the lowest ($665 per client); this population had the second highest employment rate (81%) and the shortest length of time from arrival to employment (1.82 months). The largest proportion of Polish cases were sponsored by members of their ethnic community and had the highest level of sponsor support.

Auxiliary Costs

There were two other costs which, while not charged as a part of the Chicago Project expenditures, were actually costs for implementation of the project or for service delivery:

- Monitoring Committee Costs: These costs included staff time and travel for the five-member monitoring committee that met seven times over the course of the project.

- Computer Tracking System: For the Chicago Project the computer tracking system was established after all clients had arrived. The system was developed by a graduate student who volunteered his time, charging only the cost of materials. The system, which involved the use of a Multiplan spreadsheet program, provided 60 columns of information on approximately 250 cases. Without this tool, the data which could have been gathered and analyzed for this report would have been severely limited. The system not only provided general demographic data on the client groups, it also provided information regarding the costs incurred by each case.

The costs generally associated with a tracking system (in this case volunteered) would include Computer System Consultant time, data entry time, computer (hardware) time, the cost of the software, and the costs for any materials (floppy disks, paper, etc.).

VIII. CONTRIBUTING FACTORS

Various factors contributed to the outcomes which resulted from using the Chicago Project model and need to be taken into account in any decisions about replicating the program. Some of these factors (such as Volag philosophy and system coordination) are critical to the method. For other factors, the level of contribution each makes cannot be determined absolutely or even separated out from the other factors. For example, from the

available data it is difficult to determine the relative importance of cash assistance disbursement versus effective case management and/or effective job development.

Nine areas have been identified as being factors which contributed to the outcomes of the project. Each will be discussed below, but with the recognition that the factors combined to produce outcomes that cannot necessarily be attributed to one factor more than to another.

- Clearly Defined Objective: USCC has maintained that the majority of refugees are employable even without recourse to extended ESL or vocational training. The focus of the Chicago Project was on the attainment of rapid self-sufficiency; all services were geared toward supporting this goal. Because agreement with this philosophy was widespread within CCAC, staff were able to provide the same message to all refugees and be consistent in their actions.

- Interrelationship between Case Management, including Cash Assistance Disbursement, and Employment Services: During the demonstration period, CCAC was funded to provide both case management and employment services to newly-arriving refugees. Housed within the same agency (actually within the same room), these two service units worked closely to achieve the demonstration goal: placing refugees in jobs as soon as possible. Weekly, the case managers and job developers met to discuss clients in need of jobs and employers in need of workers. Each unit, in this way, reminded the other of its priorities and applied pressure to ensure that the refugees were well served. Where case managers do not have direct access to job developers,

alternative methods for ensuring close working relationships would need to be developed.

- Client Profile: The client population that was served through the Chicago Project was not typical of the refugee population nationwide: there was a much higher rate of non-S.E. Asian refugees served by the project than the national average. Because the non-S.E. Asian refugee population tends to be more highly educated and to possess more transferable job skills than the S.E. Asian population, the high employment rate for the project cannot be absolutely attributed to the project model. However, the fact that the Polish population, which had the lowest English language ability also had the highest employment rates, does indicate that being able to speak English is not the most significant factor in terms of initial employability. Nevertheless, were the Chicago Project to be tried elsewhere, consideration should be given to changing the client mix in order to test its success under various circumstances.

- Demonstration Effects: Because they were involved in a demonstration project, all persons involved in the Chicago Project--staff, supervisors, the refugees and their sponsors--expended extra effort in order to make the project a success. Moreover, the interest expressed by federal officials, state officials and national level voluntary agency staff--particularly through the monitoring committee meetings--increased the commitment of CCAC to its endeavor. Whether a resettlement system could maintain, under non-demonstration circumstances, the

level of activity that characterized CCAC operations during the past year, remains to be seen.

- Staff/Leadership: The skills of the CCAC staff in implementing the Chicago Project should be recognized as a significant, contributing factor. The dedication and commitment to the project was evident at every level of project administration, management and direct service delivery. Many different facets of the organization were involved in the project, and without proper leadership, the project could not have been as effective. The progression from planning to implementation required that staff begin operating within a new set of processes and guidelines in a relatively brief time period. The training in case management procedures that was provided by the national office was of critical importance to this ability to implement the project quickly and effectively. Staff had the skills that were essential to managing the program and providing services under difficult circumstances. The level of leadership which elicited this high standard of performance cannot be underestimated.

- System Coordination and Cooperation: The Chicago Project model required a great deal of cooperation from the other providers of refugee services in the Chicago area. This included the agreement to provide services to Chicago Project clients only when there was a direct referral from the CCAC case manager and to supply feedback for client tracking purposes. This system coordination and cooperation must be the basis for any effective case management approach. In addition, the Chicago Project required substantial cooperation from the Illinois Department of

Public Aid through the Illinois State Refugee Program Manager. Without the cooperation of the state public assistance agency, the cash assistance component of the project would have been impracticable.

- Responsibility and Authority: It is, ultimately, the case manager's responsibility to facilitate rapid client self-sufficiency. He/she is responsible for developing the Resettlement Plan and for tracking client progress to ensure that the steps outlined in the plan are completed. Through the Chicago Project model, the case manager was given authority with which to carry out this responsibility. By having the authority to provide or deny cash assistance to the client, the case manager could translate his or her recommendations into clear actions which had a profound effect on the client.

- Close Client/Staff Interaction: Clients were seen by the case manager every two weeks. This intensive interaction meant that the case managers were very familiar with their clients' situations and needs, making it easier for the case managers to design and monitor the employment plans, and encourage refugees to accept jobs. Also, refugees could discuss their problems, concerns and activities with the case managers and request services and assistance, as needed.

Volunteer/Sponsor Support: The Chicago Project generated a substantial level of volunteer and sponsor support. A sponsor developer worked for the Chicago Project during the period of arrivals. Her position not only secured a significant quantity of sponsors, but also ensured that sponsors would receive

adequate orientation and support for the job. Sponsorship was important for two reasons. First, it lowered the costs to CCAC of providing cash assistance to refugees, since the support provided by sponsors was taken into account in calculating financial needs. Second, sponsors were an important source of job placements, particularly for Eastern European refugees who were sponsored, for the most part, by members of their ethnic community.

VIII. CONCLUSIONS

The outcomes of the Chicago Project were dependent on several interrelating factors and the capability of combining funding and staffing to improve effectiveness and efficiency. The Chicago Project was, above all else, an integrated system of service delivery with heavy emphasis on early employability and, hence, rapid self-sufficiency. All the factors worked together and no factor can be singled out as being more significant than all the rest. The most salient features - tight case management, co-location of employment services with case management and very close coordination between the two components, and the ability to control access to public aid - were all critical to the success of the project.

As noted in the Introduction, the demonstration was designed to answer five questions, related to employment, public aid utilization, sponsor involvement, costs and long-term self-sufficiency. The major findings, regarding these issues, are as follows:

- With regard to employment outcomes: Within six months of arrival, 74 percent of the 246 employable refugees were employed; another 17 percent were not in the Chicago

labor market because they had temporary health problems, had moved away or were being supported, voluntarily, by an employed person or persons; and only eight percent were in the labor market and unemployed.

With regard to public aid utilization: At the end of the project period (March 31, 1984), there were five Chicago Project cases, involving seven persons, receiving public assistance. These seven clients represent two percent of the 421 persons who were resettled by CCAC during the project. The comparable rate for other Chicago refugee arrivals was 34 percent.

With regard to sponsorship: The Chicago Project generated a substantial amount of sponsor support, which took the form of financial assistance to new arrivals, general help in easing adjustment, and assistance in locating employment.

With regard to cost: The total cost of the Chicago Project, including case management and employment services, cash assistance and medical assistance was $371,593 for 188 cases/421 clients. This averages $1977 per case or $883 per client. Cash assistance costs came to $146,302 for six months of assisance provided to refugees during their first six months in the country; comparable IDPA costs, based on assumptions about regular public assistance utilization rates, would have been $264,808 for six months.

The fifth question posed in the demonstration--the relationship between early employment and long-term self-sufficiency--could not be answered definitively within the timeframes of this study. Research was conducted shortly after the end of the demonstration, when refugees had been in the country for only six to twelve months. Certainly, the low rate of welfare utilization, particularly among those who had been here for eight to twelve months, indicates that the Chicago Project clients were retaining their employment and were still self-sufficient at that time. Further research is needed, however, to reach conclusions about the long-term implications of the demonstration project.

ACKNOWLEDGMENTS:

This study could not have been completed without the assistance of numerous individuals who volunteered their time and energy in collecting data, providing information and answering questions. Dr. Edwin Silverman and Carol Rech of the Illinois Department of Public Aid were especially helpful in providing information which put the data on the Chicago Project into a relevant context. Staff of the Chicago Project were extremely important in helping us gather client and program data. Judy Masterman and Mary Wodarczyk gave us their full support and assistance and allowed us to take a close and penetrating at the staff, services and outcomes of the Chicago Project. High commendations go to Katharine Woods, the Chicago Project Coordinator who not only was cooperative during normal work hours, but who also put in many hours of her own time in data collection and entry. Loretta Perez also gave a great deal of her time in gathering cost information on the Project, and Sharon Malloy provided information about employment outcomes. Special thanks to Chris Kozeil, our computer consultant, without whose expertise we would not have been able to collect and analyze the mass of data which came out of the project. And finally, to the staff of the Chicago Project, who not only contributed to the outcomes of the report but who were responsible for the outcomes of the Project.

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APPENDIX A

Monitoring Committee:

Representatives from:

Department of State, Bureau for Refugee Programs:
Terry Rusch

Office of the U.S. Coordinator for Refugee Affairs:
Joe Coleman

Department of Health and Human Services, ORR National:
Burton Hobson

Office of Refugee Resettlement: Region V:
Derek Schoen

Illinois Department of Public Aid, Refugee Resettlement Program: Ed Silverman

Meetings:

March 16, 1983
April 7, 1983
May 23, 1983
July 7, 1983
September 14, 1983
November 15, 1983
January 10, 1984

Monitoring

An essential element of the project is the mechanism for monitoring. Throughout the project period several levels of monitoring will focus on the effectiveness of the demonstration. These are as follows:

1) Case documentation - Complete documentation in case files will provide information and status reports on individual refugee progress. The case manager's supervisor will conduct weekly case reviews to ensure that plans and services are appropriate in meeting objectives and documented adequately.

2) Monthly program reports - These reports will reflect internal programmatic developments and will include statistics on number of arrivals, services provided, job placements, etc. The reports will also highlight instances of sanctions and subsequent results.

3) Monitoring of Sanctions - The State Coordinator's Office will monitor non-compliance sanctions with the Public Aid district offices. Catholic Charities case managers will forward copies of the non-compliance notification to the State Coordinator's office at the time they are sent to Public Aid.

4) Monitoring Committee - Members of the Committee include representatives of the U.S. Coordinator's Office, the Bureau of Refugee Programs (DOS), the Office of Refugee Resettlement (HHS), the Illinois State Refugee Coordinator, and USCC and its delegate Catholic Charities of Chicago. Monthly meetings will be held by the Committee in Chicago. Reports of monthly activities and information concerning implementation developments will be provided to the Committee for its consideration. The Committee will provide valuable guidance and oversight as the project progresses.

5) USCC Monitoring - USCC national and regional staff will conduct monthly on-site monitoring visits during the project. These visits will allow USCC to maintain an accurate picture of developments and to be available for technical assistance if the need arises.

APPENDIX B: FORMS

RESETTLEMENT PLAN

Case Manager:_____
Intake Date:_____

Name_____ Date of Arrival _____
A Number _____ Country of Origin_____
Number in Family _____

HEALTH

_____Health Screening Referral Where?_____
Appointment Date:_____
Do adults have any health problems that prevent/limit employment?_____
_____

HOUSING AND FOOD

Who is providing these?_____
Is the situation temporary or permanent?_____ _____
What are the permanent plans?_____
_____
_____

CHILDREN

How many preschool children?_____
Who will stay home and care for them?_____
How many school age children?_____ Age 5-11____ 12&13____ 14-17____
Was the enrollment proceedure explained? Yes_____ No _____
Who will register the children? _____
Will someone be home when the younger children come home from school?_____

ENGLISH ABILITY

Was it explained that ESL classes are to be scheduled around working hours?
Yes_____ No_____
Which family members will require ESL?_____
_____
What kind of ESL is needed?_____
Referrals made to:_____ Date_____
_____ Date_____
Comments:_____
_____

EMPLOYABILITY

How many family members will be looking for jobs?_____
Names:_____
_____
_____

Was the Employable Adult Form filled for each person? Yes ____ No____

Was the importance of employment stressed? Yes____ No____

When can they begin work?_____

SPONSOR

Can the sponsor find work for the adult?_____

What assistance is the sponsor providing:_____

_____

Comments:_____

_____

FINANCIAL SITUATION

What will the sponsor provide?_____

What can the refugee provide?_____

What will Catholic Charities Provide?_____

GENERAL IMPRESSIONS (Positive and Negative)

What is needed for this refugee to achieve early self-sufficiency? (include timeline)

CASE MANAGER: _____

SERVICE DELIVERY
CHECKLIST

NAME: _____ DATE OF ARRIVAL: _____

A NUMBER: _____ COUNTRY OF ORIGIN: _____

NUMBER OF FAMILY MEMBERS: _____

	DATE	REFERRAL MADE	CON-FIRMED	FACILITATOR	COMMENTS/OVERVIEW
NOTIFIED SPONSOR					
ANCHOR RELATIVE OR SPONSOR AGREEMENT					
ARRIVAL MEETING					
TEMPORARY HOUSING					
PERMANENT HOUSING					
SOCIAL SECURITY					
HEALTH CARE SCREENING					
HEALTH CARE FOLLOW-UP					
SCHOOL ENROLLMENT					
RESETTLEMENT PLAN					
WORK ASSESSMENT					
WORK ORIENTATION					
ESL					
JOB CLUB					
JOB PLACEMENT					
TRANSPORTATION					
SKILLS RECERTIFICATION					
JOB UPGRADING					

UNITED STATES CATHOLIC CONFERENCE

ANCHOR RELATIVE ASSISTANCE AGREEMENT

Anchor Relative: _____ Name of Refugee(s): _____

Address: _____ _____

_____ _____

Telephone: _____ _____

Employer: _____ Relationship: _____

Position: _____ _____

Date of Arrival: _____

Social Security Number: _____

We are happy that your relative(s) may be able to join you in the United States under the Family Reunification Program.

Once the Affidavit of Relationship and this agreement are sent to the appropriate Embassy, C.C. Chicago (resettlement office) has nothing to do with the selection of people or with the time when they arrive. The filing of the affidavit is not a guarantee that the refugee(s) mentioned in this document will necessarily be accepted by USCC, nor is it a guarantee that the refugee(s) will be accepted for resettlement by the United States.

We will contact you as soon as we receive any information from our New York Office. We will also notify you when we receive arrival information.

I agree to assist my relative(s) as much as possible. Specifically, I agree to:

1. Keep C.C. Chicago (resettlement office) informed of my home and work telephone numbers and let them know when I plan to leave _____ (location) for more than a few days.
   Yes _____ No _____
2. Pick up my relatives at their point of arrival.
   Yes _____ No _____
3. Provide housing in my home for _____ week(s) after arrival.
   Yes _____ No _____
4. Help locate other suitable housing.
   Yes _____ No _____
5. Provide household goods.
   Yes _____ No _____

6. Provide food for _____ week(s) after arrival.

Yes _____ No _____

7. Provide clothing.

Yes _____ No _____

8. Provide transportation and translation to agencies providing the following services: Social Security, School Registration, Health Screening, English Classes, and Employment Services. I will complete the necessary forms at their offices or at any other agency's office involved in resettlement.

Yes _____ No _____

9. Help my relatives to find employment and encourage them to avoid the use of welfare.

Yes _____ No _____

10. Cooperate with the Case Manager in the development and implementation of a resettlement plan.

Yes _____ No _____

11. Bring my relative(s) to C.C. Chicago (resettlement office) when scheduled and keep in contact with the Case Manager.

Yes _____ No _____

12. Describe plans that you have made to assist your relatives with:

Housing:

Education:

Employment:

Other:

If at any time I feel that I will be unable to perform these duties, I will make arrangements to discuss the matter with the Case Manager.

Anchor Relative's Signature: _____

Date: _____

Case Manager's Signature: _____

REFUGEE BUDGET PLAN

HEAD OF HOUSEHOLD:_____ BUDGET PERIOD:(2 weeks)
From_____to_____

FAMILY MEMBERS: ____Male ____Female

____Over 60 ____Over 18 ____Under 18 ____Under 6

____ Infant (Age)

TOTAL FAMILY MEMBERS: ____

Please list possible expenses for this budget period. Describe all needs and how they will be met by the refugee, the sponsor, Catholic Charities or other sources.

	AMOUNT	DESCRIPTION
FOOD:	_____	
RENT:	_____	
TRANSPORT ATION:	_____	
PERSONAL ITEMS:	_____	
OTHER:	_____	
	$_____	TOTAL COSTS

During this budget period these people will provide the following:

SPONSOR:

REFUGEE:

CASE MANAGER: (Arranging for in-kind items or services)

USCC:

RESETTLEMENT PLAN

EMPLOYABLE ADULTS

Case Manager: _____

Intake Date: _____

_____ _____

Head of Household Name of Applicant

_____ _____ _____

A Number Birthdate Height Weight

_____

Country of Origin

HEALTH:

Are there any problems that prevent or limit employment?

_____

_____

Is there any activity you are unable to do for health reasons?

_____

TRANSFERRABLE SKILLS:
(Types of jobs you have done)

_____

_____

_____

ENGLISH ABILITY:

Need ESL? _____ ESL Level _____
What type? _____

Referral _____ Date _____

EDUCATION:

Total years in school: _____ Languages: _____

College or University? Yes ____ No ____ Subject of Study: _____

Graduated? _____ Year _____

Vocational School or Training? Yes _____ No _____

Type: _____

Career or Vocational Goal: _____

OVER

BEST COPY AVAILABLE

IMMEDIATE PLAN:

Work assessment done? Yes_____ No _____ Referred to:_____

Date:_____

_____

Referrals made to: _____ Date: _____

_____ Work Orientation Date Scheduled _____

_____ Job Club Date Scheduled _____

What kind of job would be appropriate?

Immediate:_____

Long term:_____

How can long term goal be achieved? _____

_____

_____

_____

APPENDIX C:
Support Levels

RCA per month		CCAC TOTAL	RENT	PERSONAL*	GAS&ELEC	TRANS*
$198	1 person	$257-297	$210	$ 22	$25	$0-40
250	2 people; 1 empl	268-319	210	33-44	25	0-40
396	2 people; 2 empl	268-319	210	33-44	25	0-40
302	3 people	319-401	250	44-66	25	0-60
368	4 people	430-543	350	55-88	25	0-80
434	5 people	496-620	400	66-110	30	0-80
495	6 people					
556	7 people					
591	8 people					
649	9 people					
700	10 people					
752	11 people					
+129	each add'l person					

*CCAC support levels were based on needs so these amounts varied from case to case depending on case composition and need for transportation. Personal money was allocated at $5/week per adult and $2.50/week per adult and $2.50/week per child (under age 16). Budgeting was done every two weeks.

FOOD STAMPS		CCAC FOOD ALLOWANCE
$ 75/month	1 person	$ 65/month
139	2 people	130
199	3	195
253	4	260
300	5	325
360	6	390
398	7	455
455	8	520
512	9	585
569	10	650
+57	each add'l	+65

For the CCAC-disbursed cash assistance, the grant amount was based on need, taking into account the level of support given by the sponsor (e.g. housing). Therefore, the "grant" amounts varied substantially from case to case. The support levels that are given here are actually maximum amounts provided within a flexible budgeting system.

APPENDIX D
Cost Methodology

There were three possible methods for determining the project operations of the Chicago Project, each having its own drawbacks and advantages. The first way, which was also the method which CCAC used to determine the cost, was simply to count the expenditures which were charged to USCC for the project. This "Actual Expenditures" figure was extremely low because it did not take into account all of the staff time that was actually devoted to Chicago Project clients (4 FTE of 9.5 FTE accounted for).

The second way was to combine the three funding source amounts for case management (USCC R & P, USCC Chicago Project and IDPA Case Management) and to combine the three funding source amounts for employment services (USCC Chicago Project, IDPA Social Services/Employment and IDPA Cuban Program) and then to apportion the actual cost for serving Chicago Project clients to those totals based on percent of caseload and percent of placements made for Chicago Project clients. This "Apportioned Expenditures" figure was also low because it did not take into account charges that were made to other accounting "areas" such as actual administrative and other costs.

The method which was finally used can be called an "Apportioned Costs" figure. This method takes into account the actual staff time that was spent with Chicago Project clients and it also includes the actual (albeit estimated) costs associated with each staff position. The $189,866 figure which was arrived at through this method relies upon the following assumptions.

1) This figure is an apportioned estimate of actual costs. It is not based on expenditures or charges to the Chicago Project budget.

2) Based on the amount of time spent by each staff person with Chicago Project clients, there was actually a total of 9.5 full time equivalent staff working for the project (keeping in mind that this 9.5 FTE was divided among 22 actual staff).

3) Staff time estimates for case management staff are based on a three-month time study done in June, July and August of 1983. In the absence of a time study for employment services staff, their percent of time allocated to Chicago Project clients is based on the number of placements made for Chicago Project clients divided by the total number of placement each made (this yields the percent of placements made for Chicago Project clients in relation to each staff member's placement record).

4) There were two levels of effort given to the Chicago Project. During Phase I, which ran from March 1 - September 30, 1983, and during which all Project clients arrived in Chicago, the calculation for staff time was

based on Assumption 3. During Phase II, which ran from October 1, 1983 - March 31, 1984, the level of effort dropped as the Chicago Project clients were in the secondary phase of resettlement and follow-up. The percent estimates were calculated based on 60% of the effort during Phase I for most staff. However, for a few staff (such as the Project Coordinator, Project Secretary and key administrative staff) the estimated level of effort for Phase II is based on actual estimated time rather than a formula (see column 6 on following page).

5) Once the salary costs had been calculated, benefits, "other" and administrative costs were determined based on the following formulas:

-Benefits ("Fringe"): 21.7% of salary and includes:
-Medical, Dental and Life Insurance § 10%

-Unemployment Insurance and FICA § 6.7%

-Pension § 5%

-"Other" expenses: 23% of total personnel costs (or 28% of salary costs), includes:

-Space (rent, utilities)

-Telephone

-Equipment and Supplies

-Photocopying and Printing

-Travel (mileage reimbursement)

-Administrative Costs: 12% of (Personnel plus Other costs), includes:

-All indirect and administrative expenses